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of enlisted men in order to remove such as are tending toward deterioration in morale.

The following recommendation, although it had received unanimous indorsement of the subcommittee failed of consideration by the conference as a whole because of lack of time. If, however, it meets with the approval of the Judge Advocate General, I should be glad to have it follow the same course as the foregoing received.

XVI. It is recommended that, subject to the opinion of the Judge Advocate General as to the absence of any legal obstacle, section 339, Manual of Courts-Martial and appendix 10, Forms for Action of Reviewing Authority, Manual of Courts-Martial, be so amended that the reviewing authority does not make a final designation of the place of confinement, but designates the Disciplinary Barracks as the provisional place of confinement, subject to final action to be taken within 90 days by the commandant of the disciplinary barracks, making the final designation as the place for confinement either the Disciplinary Barracks or a Federal penitentiary.

I hand you herewith the papers of the conference which have come to my desk for your assistance in formulating the necessary regulations and thereafter for filing.

NEWTON D. BAKER,  
Secretary of War.

#### MISCELLANEOUS

**A Study of the Boys in the Municipal Court of Chicago.**—(Bulletin of the Department of Public Welfare, City of Chicago, Vol. 2, No. 4, 1919. Department Serial No. 9.)

We have just received from Mrs. Louise Osborne Rowe, Commissioner of the Department of Public Welfare in Chicago, a pamphlet of 39 pages under the above title. The Department of Public Welfare includes a Bureau of Surveys, and the present study was made by Dr. Frank Orman Beck, Acting Director of the Bureau. Miss Mabel Gregg, Investigator in the Bureau, co-operated with him in this study. The emphasis is upon recidivism.

The Boys' Court of Chicago is a branch of the Municipal Court. It was organized on March 18, 1914, and has a history, therefore, covering five years. During the first year more than 10,000 boys came before this branch. During the second year, nearly 8,000; during the third year, over 6,000; during the fourth year, almost 8,000; during the fifth year the total number of cases mounted to over 8,000. The investigators attribute this large increase to the unusual social conditions growing out of war, and preparation for war. The investigation covered the first four years of the life of the Boys' Court. During that period 5,096 first offenders appeared before the court. These were first offenders as far as court records show.

The most significant portion of this admirable report is that which relates to the repeater. During the first two years of the history of the Boys' Court there were 10,416 cases heard, and of these there were 1,027 repeat cases representing 694 individual repeaters. In other words, the 694 individuals were arraigned 1,027 times; an average of 1.5 times each. There follows a table showing the distribution of recidivists compared with first offenders. In Precinct No. 27, with a population of 20,899, there were 881 complaints against adults, yet there were but 71 boy offenders, a small number owing to the fact

that the population of the precinct is largely adult. Of these 71 boy offenders, however, there were 59 recidivists, an unusual proportion. The cause of this, Dr. Beck assigns to the presence in the precinct of 248 saloons, 10 poolrooms, and 8 dancehalls. The death rate in the precinct is high and indicates bad housing. There is one police officer to each 12 per cent of the population—the third highest rate in the city. Perhaps all that can be inferred from these facts is that anti-social conditions obstruct the reform of boys.

Another interesting case is presented in Precinct 6 with a population of 56,067 people in an area of 11-5 square miles, one of the most densely populated district in the city. Here the number of boy arrests is large compared with adults. This is a precinct of large families. The population was at least 50 per cent negro during the first two years' history of the Boys' Court. In this precinct alone there were 202 recidivists.

Precinct 21 is a foreign-born district. Ward 19 contains 27 per cent of the Italians of the city and 22 per cent of the Greeks. The precinct as a whole is 46 per cent Italian, 23 per cent Russian, 3 per cent Greek; a total of 72 per cent belonging to three different foreign nationalities. Within the period covered there were 471 first offenders among the boys of this precinct and only 519 recidivists. Dr. Beck undertakes an analysis of the question why so small a portion of recidivists appears in this quarter. The total population of the precinct is 143,769. It is not due to a favorable social environment, but rather to the character of the first offenses, many of which are due merely to ignorance. Once the lad has been brought to book, he learns something about the customs and laws of our country, of which he was previously in ignorance. There is more recidivism among English-speaking boys in the city than among foreign-speaking lads. It may appear, therefore, that the court is not an unmixed evil to the foreign-born boy. It is an educational agent. The pity of it is that we have not been able to teach these boys our new world ideals before they have come into contact with peace officers.

In Table 14 the author displays a case of 100 individual recidivists, in which is a summary of the history of young fellows who have been guilty of second, third, fourth, fifth, or more offenses. This table illustrates the type of information that has been collected in the study of 1,000 recidivists, who came before the court during the period in question and upon whom the author reports in the remainder of the pamphlet. Of the 1,000, 424 committed a third offense; 208 a fourth offense; 106 a fifth offense and the remainder six or more. What are the causes of recidivism? Twenty-three per cent of the whole are poorly equipped mentally; the remainder in this respect are either good or fair. But the condition of the family is alleged to be the principal factor in recidivism. It fails to furnish the necessary corrective influence and frequently becomes a positive contributory cause. "The day is surely at hand for the creation of a court to which not only the boy offender may be brought, but which has power to pass judgment also upon the parents."

In the section entitled "Treatment of Crime and Criminals and the Cause of Recidivism," the author urges the creation of an official State Public Defender who will furnish the first offender an experienced, sympathetic counsel and who will thus do much to prevent the repetition of crime. An illuminating paragraph in this section relates to the Grand Jury and the Criminal Court as causes of recidivism. After having been heard by the Grand Jury and bound over to the Criminal Court, boys who were friendless or poor and con-

sequently unable to supply bail, were detained in the county jail for from 10 to 230 days. Thus they came into contact with hardened criminals who teach them the ways of crime and stir them to the point of ambition to plunge more deeply than before into the ways of the professional criminal.

In the section on probation and recidivism the author has incorporated his Table 15 in which he details in parallel columns the cases of 20 boys on probation, aged 16, 17, 18, and 19 years. This table illustrates the character of information secured in each of 200 probationary cases. The average age of the 200 is 17 years, 6 months. Sixty-three per cent of the whole had a previous court record, mostly in the Juvenile Court.

Probation, says the author, is not intended to be sentimental leniency. It is not intended to weaken the power of the Court, but to humanize it. It is as much a part of judicial procedure as to sentence a boy to a penal institution. It is not the alternative of a sentence; it is in itself a sentence. The boy on probation is still a ward of the court. Probation does not tend to increase recidivism, but to decrease it. The evidence brought forward in this study indicates that there is a larger proportion of recidivism among institution cases than among probationers. This portion of the investigation has brought to light the fact that the largest number of boys placed upon probation in any year of the court's history has been but 12 per cent of the total number of cases heard, and the average for four years  $7\frac{1}{2}$  per cent. On the other hand, the average of discharged cases for the four years has been 56 per cent, and during one year it ran as high as 67 per cent. This leads Dr. Beck to the proposition that far from too many cases being placed upon probation, the truth is that not enough are so treated.

The pamphlet concludes with recommendations that the probation department should have improved and larger machinery. That probation officers should be more carefully selected; that they should receive larger pay in order that the right type of men and women may be encouraged to go into the service; that the mentally defective group should be discovered in the schools before delinquent career is begun, and that those so discovered should be isolated; that the psychopathic laboratory of the court should be enlarged in its equipment and opportunity, and that it should popularize its work through the elimination of technical and professional reports and in other ways. Education for citizenship and occupation, the provision of farm colonies for defectives and for first offenders all will contribute their share toward the prevention and correction of crime.

This is one of the most thorough-going studies of its sort that has appeared within recent years and the Department of Public Welfare, together with its investigators, are to be congratulated upon their successful contribution. It would be of greater educational value to the public if much of its data were presented in charts as well as in statistical tables and if the tables were introduced by more generous descriptive titles.—R. H. G.

**Recommendations of the Juvenile Protective Association of Chicago Re Junk Dealing—"Municipalization."**—A year's study of the situation has served to deepen the conviction that the only effective means of eliminating this source of juvenile demoralization is to "municipalize" the junk business. If the purchase of junk were confined to stationary establishments which like saloons, pool rooms, or motion picture theaters, possess elements of stability,